

**AGENDA:** January 28, 2003

**5.1**

**CATEGORY:** Public Hearing

**DEPT.:** Community Development

**TITLE:** Grant-Martens Precise Plan Amendment

**RECOMMENDATION**

1. Review the Initial Study of Environmental Impact and approve the proposed Mitigated Negative Declaration in accordance with the California Environmental Quality Act.
2. Adopt A RESOLUTION AMENDING AREA A OF THE GRANT-MARTENS PRECISE PLAN TO ALLOW MULTIPLE-FAMILY RESIDENTIAL USES WITH R3 (MULTIPLE-FAMILY RESIDENTIAL) DEVELOPMENT STANDARDS, to be read in title only, further reading waived.
3. Adopt A RESOLUTION AMENDING THE GENERAL PLAN LAND USE MAP TO CHANGE EIGHT PROPERTIES ON GRANT ROAD AND MARTENS AVENUE FROM OFFICE TO LINEAR COMMERCIAL/RESIDENTIAL, to be read in title only, further reading waived.

**FISCAL IMPACT**

New multiple-family residential uses would contribute new property taxes to the City. Any new residential development with three or more ownership units or five or more rental units would also be subject to the City's BMR (Below-Market-Rate) Ordinance. For a project developed with "for-sale" units selling from \$400,000 to \$600,000, the City could expect to receive between \$12,000 and \$18,000 in BMR fees for each unit. Projects developed with rental units would be expected to provide BMR units, if there are more than nine units, or in-lieu fees, if there are nine or fewer units.

**BACKGROUND**

The Grant-Martens Precise Plan was originally adopted in 1977. The Precise Plan contains two planning areas. Area A is located on the east side of Grant Road between Martens Avenue and Bentley Square, and Area B is located on the east side of Grant Road between Martens Avenue and the Cuesta Drive/Grant Road intersection (Attachment 1). An owner of one of the single-family homes converted to an office use submitted an application to amend Area A of the Precise Plan to allow multiple-family residential development. Area A currently permits developments consistent with the O (Office) Zoning District in addition to

single-family residential uses consistent with R1 (Single-Family Residential) zoning standards. Area A is developed with three single-family homes, two office buildings and two single-family homes converted for office uses.

The land uses surrounding Area A include the Monte Vista Terrace senior housing development and the Bentley Square single-family, planned-unit development to the northeast; commercial uses to the northwest across Grant Road; single-family homes, a condominium at single-family density and an elementary school to the south; and a townhouse development to the southwest across Grant Road. Maps of these surrounding land uses and their zoning designations are included in Attachments 2 and 3.

Currently, there are two office buildings in Area A which were built in the mid-1980s and which occupy 1.60 acres of the total 3.14 acres in Area A. Assuming these office buildings remain, the buildable area for Area A would be roughly 1.50 acres on five parcels. A maximum of approximately 50 apartment or condominium units could be constructed on this remaining 1.50 acres using R3-1 densities of 33 units per acre.

#### Precise Plan Amendment Request

The applicant, Maremaro Shibuya, owns a 0.43-acre lot at 1413 Grant Road in Area A. He is requesting a precise plan amendment to allow R3 multiple-family residential uses and standards in Area A. Mr. Shibuya's request to amend the development standards would apply to all eight parcels in Area A. All of the property owners in Area A have been noticed of this precise plan amendment request. To date, staff has not received any comments supporting or opposing this request from any property owners in Area A.

The R3 development standards permit apartments, townhouses, small-lot single-family homes, duplexes and single-family homes. The applicant is also requesting a density of R3-1 (a maximum of approximately 33 units per acre) for Area A. Using R3-1 densities, the applicant's property could support a maximum of either 14 apartments or condominiums, 5 to 6 townhouses or 4 small-lot single-family homes.

### **ANALYSIS**

#### ENVIRONMENTAL ISSUES

As noted in the Initial Study for the project (Attachment 6), any potentially significant environmental impacts resulting from allowing R3 residential uses with R3-1 densities in this area technically can be mitigated to less than significant levels. A Mitigated Negative Declaration is therefore recommended. Below is a discussion of some of the environmental issues associated with this proposal.

Traffic—The expected net vehicle trip difference for Area A between the currently allowed office uses and the proposed multiple-family residential uses would not be significant. According to the ITE (Institute of Transportation Engineers) trip generation standards, any of the allowed residential uses at the maximum allowed densities would generate less morning and evening peak-hour traffic than the currently allowed office uses. Although the total number of vehicle trips from multiple-family residential uses would be slightly greater (a net increase of 11 trips) than office uses, many of the residential trips occur during noncritical off-peak hours.

Noise—The 1992 General Plan Noise Contour Map indicates that exterior sound levels in the vicinity of Area A of the Precise Plan are 60-65L<sub>dn</sub>. In terms of interior sound levels, the City's General Plan Noise Guidelines note that 45-50L<sub>dn</sub> is considered "conditionally acceptable" for residential uses. The 45L<sub>dn</sub> indoor standard could be exceeded for the Grant-Martens Precise Plan area if windows are opened at a multiple-family complex in this area. To mitigate this impact, adequate mechanical ventilation will be required for any new multiple-family uses in the area so that windows may be closed at the discretion of the building occupants in order to control environmental noise intrusion and thus meet the City's indoor noise standard of 45L<sub>dn</sub>.

Heritage Trees—Several Heritage trees exist in Area A, most notably along Grant Road in front of the applicant's property. To ensure the preservation of Heritage trees in Area A, arborist reports would be required at the time specific projects are submitted to the Community Development Department. Any arborist report would include a survey of all Heritage trees on the subject property and their existing condition. Arborist reports would also include tree preservation and maintenance strategies. These requirements are included in the amended development standards for Area A (Attachment 4).

#### NEIGHBORHOOD COMPATIBILITY, HEIGHT AND SETBACKS

At the November 20 Environmental Planning Commission (EPC) meeting, the Commission recommended permitting R3 uses with R3-1 densities for Area A. At this meeting, several residents expressed concerns over the following: (1) compatibility issues between an R3 use/R3-1 density and adjacent single-family uses; (2) appropriate building height and setback distances; (3) adequate landscaping, masonry walls and screen trees; (4) traffic impacts; and (5) lighting impacts. Noise and shadows were also mentioned as environmental concerns. The environmental issues are discussed earlier in this report and in the draft environmental document, including the proposed revisions to that document. Copies of letters from residents are included in Attachment 12.

The issue of compatibility of the proposed multi-family development and surrounding sites was raised by property owners in Bentley Square adjacent to Mr. Shibuya's property. The Bentley Square development consists of the three-story Monte Vista Terrace senior housing project along Grant Road and a small lot, zero-lot-line planned-unit development. A zero-lot-line development shifts the houses on the lot to one side, so there is zero side yard on one side and a large (10' to 12') side yard on the other. The lot adjacent to Mr. Shibuya's lot has the house located on the common lot line, with a blank wall (no windows) on that side of the house (Attachment 9). There are both one- and two-story houses in the Bentley Square development; the house abutting Area A is a one-story house.

The owner of the adjacent property expressed concern at the EPC hearing that two- or three-story multi-family developments would reduce the privacy of their backyard and would be out of scale with adjacent single-family neighborhoods.

In response to these concerns, the EPC recommended that any new buildings in Area A be limited to a maximum height of 35' and the minimum rear-yard setback increased to 10' more than the standard R3 setbacks where the setback would need to equal the height of the wall (Attachment 10). The EPC also recommended that the design of any new development be required to minimize the visual and physical impacts on adjacent residential properties; that the landscaping plan maximize the visual separation between properties; and that lighting be controlled so that it does not cause off-site glare or nuisance. These recommendations have been incorporated into the development standards of the Precise Plan (Attachment 4).

Following the EPC meeting, the owners of the adjacent property at Bentley Square had further discussions with staff regarding the proposed Precise Plan standards and EPC recommendation for building height and setbacks. They expressed concern that the proposed building height and setbacks were not compatible with the existing single-family homes in Bentley Square and other single-family homes adjacent to Area A of the Precise Plan. They also noted that the existing office buildings in Area A are set back approximately 60' from the rear property line adjacent to existing single-family residences (see Attachment 10).

One alternative could increase the rear-yard setback for three-story buildings to 55', which would help lessen the impact that new three-story buildings would have on adjacent single-family residences (see Attachment 11). A 55' rear-yard setback would be similar to the rear-yard setbacks for existing offices in Area A and would place new three-story buildings closer to Grant Road. This alternative would not change the EPC-recommended 30' rear-yard setback for two-story buildings. Staff notes that this 30' recommended rear-yard setback is similar to the typical 20' to 25' rear-yard setback for two-story homes in R1 (Single-Family) Zoning Districts.

The EPC also recommended that the front setback be reduced to 35' from the existing curb line on Grant Road, which would be approximately 10' from the property line. Following the EPC meeting, the Public Works Department staff researched the right-of-way and centerline setbacks for this portion of Grant Road and found that the EPC's recommendation would not be consistent with other City Code requirements. The Public Works Department is therefore recommending that the front setback for Area A be 25' from the property line. This front setback recommendation is included in the development standards for Area A (Attachment 4).

The EPC also discussed the issue of density and recommended that R3-1 densities be permitted. R3-1 densities would allow a maximum of 33 units per acre. The Commission did discuss several alternative densities, particularly the R3-2 density. Several Commissioners and residents noted that a density of R3-2 (approximately 20 units per acre) could provide greater compatibility with the adjacent single-family neighborhood. The R3-2 density would allow a maximum of eight apartment or condominium units on Mr. Shibuya's lot. By a 3 to 2 vote, the EPC concluded that the amended development standards would mitigate any impacts associated with a multiple-family residential development at R3-1 densities and that the proximity to Grant Road and the community need for housing supported the higher density. A map showing multiple-family residential densities along Grant Road is included in Attachment 2 of this report. The densities for these developments range from R2 (8 dwelling units per acre at Walden Park), R3-2 (20 dwelling units per acre at Grant Road/Tyler Park Way), R3-1.25 (28 dwelling units per acre at 1827 Grant Road) and R3d (43 dwelling units per acre at Monte Vista Terrace senior housing).

### GENERAL PLAN POLICIES

The General Plan land use designation for Area A of the Grant-Martens Precise Plan is "Office." In order to provide greater consistency between the land use diagram of the General Plan and the proposed Precise Plan amendment, staff is recommending that the General Plan land use designation for Area A be changed from "Office" to "Linear/Commercial-Residential." This General Plan designation allows offices, commercial uses and multi-family development; however, the uses and development standards for Area A are more restrictive in that retail uses are prohibited.

The proposed Precise Plan amendment to allow multiple-family residential uses in Area A would help meet several of the goals stated in the City's General Plan and Housing Element. These goals and policies are listed in the EPC report (Attachment 7).

## **CONCLUSION**

The Environmental Planning Commission recommends that the City Council amend the development standards of Area A of the Grant-Martens Precise Plan to allow R3 (Multiple-Family Residential) development with R3-1 densities and adopt the attached resolution and amended development standards for the Precise Plan.

## **ALTERNATIVES**

1. Adopt an alternative density for Area A, such as the R3-2 density discussed by the EPC. This would reduce the maximum possible number of units from 50 to approximately 30 but would not affect the potential number of townhouse or small-lot single-family units.
2. Modify the development standards for Area A to incorporate alternative setback requirements or increase the EPC's recommended setbacks.
3. Deny the request to amend the land use or development standards for Area A.

## **PUBLIC NOTICING**

The agenda was posted, noticed in the local newspaper and mailed to all property owners within 300' of the subject property.

Prepared by:

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- Attachments:
1. Location Map
  2. Surrounding Land Uses and Densities
  3. Surrounding Zoning Designations
  4. Resolution to Amend the Development Standards for Area A of the Grant-Martens Precise Plan (Exhibit A)
  5. Resolution to Amend the General Plan's Land Use Diagram (Exhibit A)
  6. Initial Study and Mitigated Negative Declaration
  7. EPC Report—November 20, 2002
  8. EPC Minutes—November 20, 2002
  9. Existing Zero Lot Line Home Abutting Area A
  10. Existing Office Rear-Yard Setback and Height/EPC-Recommended Rear-Yard Setback and Height
  11. Height and Rear-Yard Setback Alternatives
  12. Public Comments

**CITY OF MOUNTAIN VIEW  
RESOLUTION NO.  
SERIES 2003**

**A RESOLUTION AMENDING AREA A OF THE GRANT-MARTENS  
PRECISE PLAN TO ALLOW MULTIPLE-FAMILY RESIDENTIAL USES  
WITH R3 (MULTIPLE-FAMILY RESIDENTIAL) DEVELOPMENT STANDARDS**

WHEREAS, Chapter 36 of the Mountain View City Code sets forth a procedure whereby the City may amend a precise plan; and

WHEREAS, said Chapter 36 of the Mountain View City Code requires that both the City's Environmental Planning Commission and City Council hold a duly noticed public hearing before any precise plan is amended; and

WHEREAS, on November 20, 2002, the Environmental Planning Commission held a duly noticed public hearing and thereafter forwarded its recommendation to the City Council that the Grant-Martens Precise Plan "Area A" be amended to allow multiple-family residential uses with R3 Multiple-Family Residential development standards and R3-1 densities; and

WHEREAS, on January 28, 2003, having given notice as required by Chapter 36 of the Mountain View City Code, the City Council held a public hearing to consider amendment of said Precise Plan;

NOW, THEREFORE, BE IT RESOLVED AS FOLLOWS:

1. The Grant-Martens Precise Plan "Area A" is hereby amended, as more particularly described on Exhibit A, attached hereto, which is incorporated by reference herein, by allowing multiple-family residential development with R3 (Multiple-Family Residential) standards.

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CITY OF MOUNTAIN VIEW  
RESOLUTION NO.  
SERIES 2003

A RESOLUTION AMENDING THE GENERAL PLAN LAND USE MAP TO  
CHANGE EIGHT PROPERTIES ON GRANT ROAD AND MARTENS AVENUE  
FROM OFFICE TO LINEAR COMMERCIAL/RESIDENTIAL

WHEREAS, on November 20, 2002, the Environmental Planning Commission held duly noticed public hearings and thereafter forwarded its recommendations to the City Council that the General Plan Land Use Map be amended to change the designation of eight properties on Grant Road and Martens Avenue from Office to Linear Commercial/Residential, as more particularly set forth in "Exhibit A"; and

WHEREAS, on January 28, 2003, having given notice as required by City Code Section 36.45.2, the City Council held public hearings to consider adoption of said amendment to the General Plan Land Use Map;

NOW, THEREFORE, BE IT RESOLVED that the City Council of the City of Mountain View as follows:

1. That the City Council hereby approves the Mitigated Negative Declaration for the General Plan Land Use Map amendment as described in Exhibit "A"; and
2. That seven parcels of land on Grant Road (Assessor Parcel Nos. 197-41-069, 197-41-070, 197-41-071, 197-41-072, 197-41-073, 197-41-074 and 197-44-062) and one parcel on Martens Avenue (Assessor Parcel No. 197-41-060) are hereby changed from the Office to the Linear Commercial/Residential land use designation, all as is more specifically shown on Exhibit "A," attached hereto and incorporated by reference herein.

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891-01-28-03R^